# V Program Cost Accounting

State of California agencies are required to account for the full and accurate costs of providing services and carrying out the programs of the State. This requirement implies that agencies use a program cost accounting methodology to assist them in financial accounting for their programs. In general, program cost accounting enables agencies to plan and control finances for current operations and develop program budgets for future years. The primary objective of this chapter is to describe the CALSTARS cost allocation and fund split processes.

#### **OVERVIEW**

CALSTARS is designed to satisfy both the program cost accounting and appropriation accounting needs of agency management and for state and federal government programs. Both of these processes are accommodated simultaneously in a single integrated accounting system using automated processes. This is possible because the program cost accounting and reporting requirements generally represent a further refinement of the appropriation accounting process.

Programs, for budgetary accounting purposes, are identified in the Budget Act and the Governor's Budget. The Budget Act specifies the level of program detail at which appropriations will be awarded and controlled. Additional lower levels of program detail are identified in the Governor's Budget.

Program cost accounting requires special procedures when a single charge affects multiple programs, or when a single program is supported by multiple fund sources. Certain charges, such as overhead and administrative costs, may affect several programs. These encumbrances and costs, called "indirect costs", are accumulated in CALSTARS during the fiscal month and allocated to the direct programs at monthend based on a predetermined allocation method. In a similar manner, charges against a program with multiple fund sources may be accumulated in a single disbursing fund (for paying the bills) during the month and distributed among the various funding sources at month-end.

#### ACCOUNTING CLASSIFICATION

In CALSTARS, five levels of classification detail have been defined for capturing and reporting program financial data:

- Program (2-digit) The highest level of classification that identifies the major activities performed by an organization;

- Component (3-digit) Provides a lower level of refinement within the element. Components must be unique within element; and
- Program Cost Account (PCA) (5-digit) Provides a unique code used as a short-cut code to look-up a single program hierarchy.

A detailed discussion of the CALSTARS classification structure and coding reduction techniques is provided in Volume I, Chapter IV, CALSTARS Classification Structure.

In addition to identifying the specific program hierarchy to be charged, the PCA identifies:

- Fund source splits, for encumbrances and costs to the program;
- Posting and reporting rules for transactions affecting the program; and
- The type of program (e.g., direct, indirect, administration, etc.).

Almost all CALSTARS financial transactions require the entry of a PCA code. Exceptions are the entry of appropriation amounts and Claims File transactions.

#### **COST ALLOCATION**

Cost Allocation can be defined as the methodology whereby expenditures (and encumbrances) not initially charged to or directly associated with a program activity (or to the final results of operations) may be conveniently accumulated and then equitably distributed to those activities which benefited. The CALSTARS cost allocation process provides agencies with the following system capabilities:

- Enables the allocation of indirect costs on either an actual or standard basis, consistent with the accounting and reporting requirements of the program;
- Allocates variances (Standards basis) on either a monthly or annual basis;
- Permits allocation of costs across program and agency organizational boundaries, using PCAs and Index Codes, respectively;
- Separately identifies allocated costs and direct charge costs; and,
- Produces a plan of financial adjustment worksheet that summarizes the results of the allocation process for appropriation accounting and SCO recording.

Specific cost allocations are determined by entries in the Cost Allocation tables. Each of these system capabilities is described in more detail in later sections of this chapter.

The cost allocation and fund split process is illustrated in Exhibit V-1. In this example, charges are recorded against three PCAs: **00001**, **00002**, and **00004**. The first two PCAs are indirect PCAs, and charges accumulated in these PCAs during the month will be allocated to the direct PCAs at the end of the month. Note that in this example, PCAs **00003** and **00005** have no direct charges of their own and are charged only with their portion of the costs accumulated in the indirect PCAs. PCA **00004**, on the other hand, has both direct and allocated charges.

## **FUND DISTRIBUTION (SPLIT)**

PCAs are funded from at least one and possibly many sources. The CALSTARS fund distribution (split) process enables direct and indirect allocated charges recorded in a Clearing Account to be split among various funding sources by an automated process.

The fund split process is illustrated in Exhibit V-1. The exhibit shows the distribution of costs charged to a PCA among the various funding sources. The distribution percentages are based on entries in the PCA Table.

#### **Program Cost Accounting Terminology**

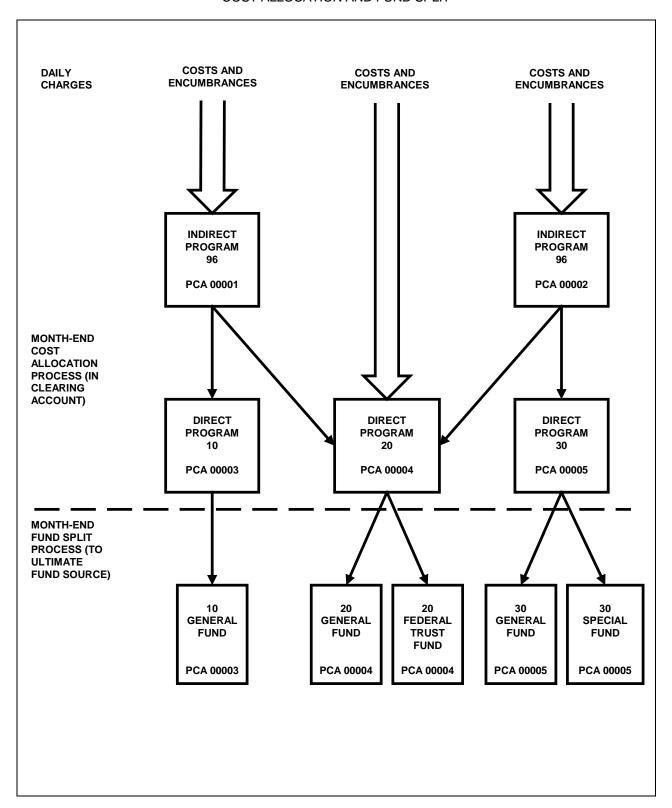
A discussion of the CALSTARS cost allocation process requires the use of some technical terminology. To avoid confusion, the cost allocation terminology and the relationships that exist between the various items are described below.

Exhibit V-2 shows each of the steps in the cost allocation process. The key to the program cost accounting process is the PCA code. Costs accumulated in a PCA may be allocated to other PCAs through the cost allocation process and then distributed among the various funding sources through the fund split process.

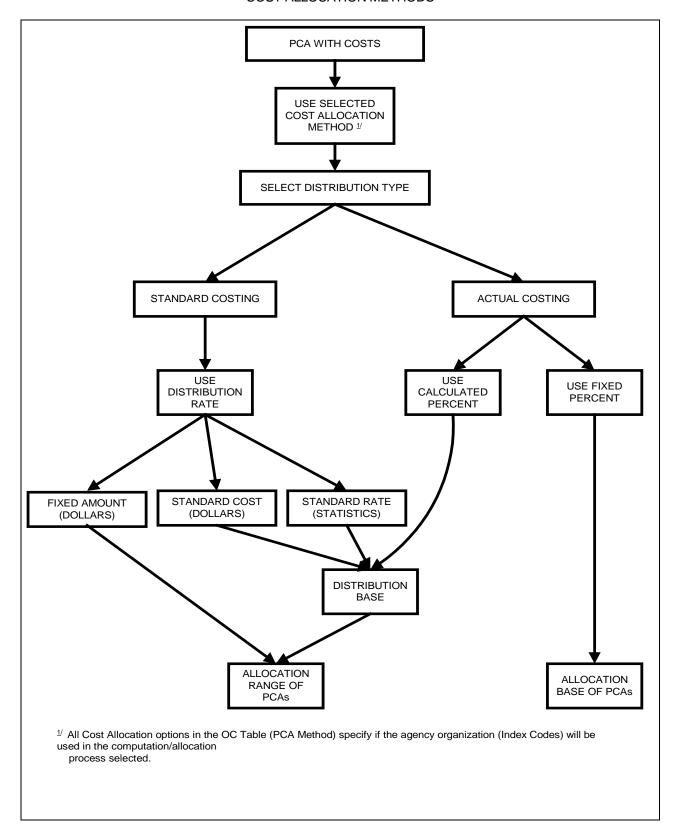
- **Distribution Type** the method by which indirect costs will be allocated.

  CALSTARS provides for the allocation of indirect costs on either a standard or actual basis.
  - **Standard cost allocation** the process by which indirect costs are allocated based on a predetermined criteria such as a standard rate, a standard cost per unit or a fixed amount.
  - Actual cost allocation the process by which indirect costs are allocated based on the actual costs incurred. Actual costs may be allocated based on a fixed or calculated percentage of direct costs incurred.
- **Distribution Rate** identifies the standard rate, cost per unit or the fixed amount used in the allocation process. The distribution rate is only used with standard cost allocations.

EXHIBIT V-1
COST ALLOCATION AND FUND SPLIT



#### EXHIBIT V-2 COST ALLOCATION METHODS



- **Distribution Base** Identifies the base to which the standard rate, standard cost per unit or the actual calculated percentage is applied. A common distribution base is Personal Services. The distribution base is not used if the distribution type indicates that either a fixed amount or a fixed percentage is to be the basis for allocation.
- Allocation Range Identifies the range of PCAs that will receive distributions from the PCA being allocated. An example is data processing costs distributed to the specific programs using the service. Optionally, the allocation range may also identify a specific range of organizational units that are to receive distributed costs. This is accomplished by entering a range of Index Codes for each range of PCAs.
- Allocation Base Identifies the specific PCAs that should receive distributions from the PCA being allocated based on a fixed percentage of direct costs incurred. A common example is the amount of square footage for charging maintenance, rent or utilities costs. Optionally, the allocation base may also identify a specific organizational unit that is to receive distributed costs. This is accomplished by entering an appropriate Index Code for each PCA.

#### **COST ALLOCATION GUIDELINES**

Since CALSTARS is a table-driven system, the cost allocation process provides each agency with substantial flexibility in determining the most appropriate allocation methodology. General guidelines relating to the allocation process are described below.

#### All Allocations Are Based On Use Of Program Cost Accounts

The use of PCAs to capture costs is a fundamental requirement of the CALSTARS automated cost allocation process. If an agency needs to use the cost allocation capabilities of the system, the required PCAs and Indexes must first be defined and entered in the Program Cost Account Table and the Index Code Table. Cost allocations may be based both on the programmatic and organizational classifications available in CALSTARS or only on the programmatic structures. However, it is essential for an agency to use PCAs, even if allocations are not needed, to accommodate appropriation and fund accounting.

#### Program Cost Accounts Must Be Identified To Valid Appropriation Symbols

Each PCA that is established must be related to a valid Appropriation Symbol as defined in the Appropriation Symbol Table to identify a specific appropriation item in the SCO accounts. Additionally, PCAs must uniquely define a single combination of program, element, component, and task. A single PCA may identify multiple funding sources and multiple appropriation symbols.

## Allocations From A Single PCA Must Use A Single Object Detail

Each cost allocation made from a single indirect PCA must be recorded in the PCA receiving the charge using one Object Detail code. It may be a special Object Detail code that is established for the sole purpose of recording allocations (e.g., 427-Indirect Distributed Cost), or it may be the same Object Detail code that was used to initially record the cost in the indirect PCA (e.g., XXX-keep original code). Different Object Detail codes may be used to record cost allocations from different PCAs; however, allocations from a single transaction cannot be recorded using more than one Object Detail.

#### Cost Recoveries Must Use a Single Object Detail

All cost recoveries that are recorded as the result of allocating a single indirect PCA must be recorded using a single Object Detail code. Again the specific Object Detail code used for recording recoveries may be different for each PCA (e.g., XXX-keep original code), but a single PCA may use a special code for the sole purpose of recording cost recoveries (e.g., Object Detail code 912-Internal Cost Recovery).

## Consistency Rule Applied When Allocating PCAs Charged

Although a number of different methods are available to allocate costs, the cost allocation plan and the specific method used for each PCA should be consistently applied. For example, do not attempt to allocate costs from a PCA on an actual basis one month, a standard cost method the following month and then return to the actual method.

## **Allocations Made Only Within An Organization**

The cost allocation methodologies available in CALSTARS provide agencies with a great deal of flexibility in distributing costs among programs and sub-organizational classifications. It should be noted, however, that the system does not include a capability to allocate costs *between* agencies. For example, it is not possible for a headquarters unit to use the system's capabilities to automatically allocate overhead or indirect costs to the various institutions that report to it, unless the institutions are defined as Sections or Sub-Sections within the headquarters classification structure. If an allocation between agencies is required it may be recorded in CALSTARS on a manual basis or budgeted and billed as a reimbursable cost on an Interagency Agreement.

#### TABLES AFFECTING THE COST ALLOCATION PROCESS

Each agency controls the CALSTARS allocation process through maintenance to its tables. The three separate tables that affect the cost allocation process are:

- Cost Allocation (CA) Table Identifies the account and how those costs are to be allocated, the accounts to be charged and the accounts to be credited.
- Program Cost Account (PA) Table Identifies the basic classification data associated with the PCA and the fund source distribution information.
- Organization Control (OC) Table Identifies when an agency is ready to run either the cost allocation or fund split processes, the type and method of cost allocation to run.

For a detailed description of each of the tables and the table maintenance coding procedures, see Volume 2, Chapter IV, Table Maintenance Coding Procedures.

## **Cost Allocation Table**

The Cost Allocation (CA) Table is the basic mechanism that controls how charges are allocated. All allocation information related to indirect PCAs for allocation to other PCAs is contained in this table. The CA Table is accessed during the cost allocation process to provide processing information such as how costs are to be allocated, what distribution base(s) and allocation range(s) are to be used, and how the charge and credit transactions are to be processed. For more information, see Volume 2, Chapter IV-CA, Cost Allocation Table.

# **Program Cost Account Table**

The hierarchy for program cost accounting classification and fund split are defined for each PCA by the Program Cost Account (PA) Table. The PA Table is accessed during the nightly system update process to retrieve the accounting classification data. The fund split information is retrieved during execution of the fund split process. For more information, see Volume 2, Chapter IV-PA, Program Cost Account Table.

#### **Organization Control Table**

Execution of the cost allocation and fund split processes are controlled by indicators contained in the Organization Control (OC) Table. These indicators are displayed in the Cost Allocation segment of the OC Table. For more information, see Volume 2, Chapter IV-OC, Organization Control Table.

#### MONTH-END PROCESSING: SEQUENCE OF EVENTS

Execution of the CALSTARS cost allocation and fund distribution processes follow a general sequence of events outlined below.

## **Month-end Preparatory Steps**

On the last working day of each month, the CALSTARS files are 'rolled' forward into the following month. This procedure opens two fiscal months for posting accounting transactions, enabling agencies to process transactions affecting the new month while preparing to close out the old month. During this period, several preliminary steps should be completed prior to performing cost allocation. These steps include:

- Record all transactions affecting the prior month;
- Clear all prior month transactions from the Error File;
- Verify that an 'Active' CA Table entry exists for each indirect PCA charged;
- Review the preliminary financial reports (Q21 and QC1 reports, as required) and compare the PCAs displayed on these reports with the tables; and
- Review the PA Table and CA Table entries, as needed.

Serious errors in the cost allocation or fund split process may be avoided if these preliminary tasks are successfully completed each month.

#### **Perform Cost Allocation and Fund Split**

The cost allocation and fund split processes are executed as a result of entering OC Table maintenance transactions. Agencies with an OC Table Run Cost Indicator of **C**-Cycle or **Y**-YES are selected for cost allocation each time the cost allocation process is run until the multiple step-down allocations are completed or until an error condition prevents further processing. The results of the cost allocation process should be checked after each allocation step for errors and corrected, as necessary.

The amount selected for allocation depends on the CA Table Distribution Type. The allocation amount selected for indirect PCAs with a Distribution Type 4 or 5 is the prior month's expenditures. The standard rate, cost, or amount associated with indirect PCAs with a Distribution Type 1, 2 or 3 are allocated whether or not costs have been recorded against them.

Fund split is executed after the cost allocation process is completed by leaving the Run Cost Indicator as **C** or **Y** after the last cost allocation step is completed.

At the conclusion of any cost allocation and fund split processing, CALSTARS automatically resets the Run Cost Indicator to **N**-No.

#### **Variance Allocation**

For agencies using one of the standard cost allocation methodologies (Distribution Types 1, 2, or 3), an allocation must be made at least annually (before year-end) for any variances. Only PCAs with a CA Table Variance Allocation Indicator of 2 are

selected for allocation. The allocation amount is the prior year's adjusted expenditures balance.

Optionally, agencies may distribute variances during the year by making variance allocations at the end of any month. In general it is recommended that variance allocations be made no more frequently than at the end of every quarter.

The allocation amount is the prior month's cumulative ending expenditures balance. Any PCAs regardless of Distribution Type and a Variance Allocation Indicator of 1 or 2 are selected for allocation. The debit and credit PCAs must be equal (offsetting plus and minus amounts).

#### **Year-end Adjustment Allocation**

The distribution of expenditure adjustments or accruals to the year ending may be done using the adjustment allocation process. The OC Table uses the Run Cost Indicator of **Y** or **C** and the Run Type of **A**-Annual.

The amount to allocate for indirect PCAs with a Distribution Type **4** or **5** is the prior year adjustment (FM 13) expenditure amount. The standard rate, cost, or amount associated with indirect PCAs with a Distribution Type **1**, **2** or **3** is allocated whether or not costs have been recorded against any of them.

#### **Encumbrance Allocation**

Encumbrances may be allocated each month (GLA 6160) and/or at year-end (GLA 6151). Separate encumbrance allocation is especially useful at year-end when adjustments are necessary to prevent appropriation over-runs. Encumbrance documents may be liquidated and moved to the new year or other appropriations, as appropriate, and the encumbrance allocation process run separately as many times as necessary to test the results (except when PCA Method 2 is used). See Volume 7, Chapter III, for information on performing this process separately.

#### REPORTING

Several reports are produced automatically at the conclusion of cost allocation or fund split processing. Each of these reports is described below.

Each step in the cost allocation process is identified by and alpha-character in the report ID number (where n = A-Step 1, B-Step 2, C-Step 3, etc.).

In addition to the reports described below, all cost allocation and fund distribution activity is summarized in the Q22 and Q23, Plan of Financial Adjustment Worksheet reports and Q33 and Q34 reports for federal grants. These reports are described in Volume 6, Chapter III-Q, Operating File Reports.

The system generated reports are discussed below.

## Expenditure Cost Allocation Extract Report (CFB565*n*1)

This report, illustrated in Exhibit V-3, contains two sets of data. The first set is a listing of the various indicators that affect the cost allocation process. These indicators, from the OC Table, are:

- PCA Method:
- Cost Allocation Run Cost Indicator;
- Cost Allocation Run Type;
- Number of Step Downs; and
- Last Step Run.

The second set of data contains record counts identifying the number of records extracted from the Operating File and the number of indirect and distribution-base records created to perform the cost allocation.

For encumbrances, see the Encumbrance Cost Allocation Extract Report (CFB565*n*2). This report uses the same format as the CFB565*n*1.

## **Expenditure Fund Split Extract Report (CFB560-1)**

The various OC Table indicators that affect the fund split process are listed in this report, illustrated in Exhibit V-4. These indicators are:

- PCA Method:
- Cost Allocation Run Cost Indicator;
- Cost Allocation Run Type;
- Number of Step Downs; and
- Last Step Run.

The other data are record counts identifying the number of records extracted from the Operating File and the number of records actually used to perform the fund distribution.

For encumbrances, see the Encumbrance Fund Split Extract Report (CFB560-2). This report uses the same format as the CFB560-1.

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## CALSTARS Expenditure Allocation Detail Transaction Generator Report (CFB580*m*1)

This report, illustrated in Exhibit V-5, identifies the account to be allocated and the account to be charged. These allocations are based on the entries contained in the CA Table. Data listed on the report include:

- Index Code:
- PCA:
- Funding Fiscal Year;
- Fund;
- Fund Source:
- Method:
- Fund Detail:
- Amount; and
- Variance (if allocations are based on standards).

Totals to be allocated and charged, respectively, are given at a change in account to be allocated. Totals provided at the end of the report for reconciliation are: the number of charge transactions and the number of credit transactions (as listed under 'Account To Be Allocated'), and the total amount charged, the total amount to be allocated, the total variance, and the batch amount (as listed under 'Account To Be Charged').

For encumbrances, see the Encumbrance Allocation Detail Transaction Generator Report (CFB580*n*2). This report uses the same format as the CFB580*n*1.

#### **Expenditure Fund Split Detail Transaction Generator Report (CFB590-1)**

This report, illustrated in Exhibit V-6, is basically the same as the cost allocation transaction summary illustrated in Exhibit V-5, except that it summarizes the results of the fund split process.

For encumbrances, see the Encumbrance Fund Split Detail Transaction Generator Report (CFB590-2). This report uses the same format as the CFB590-1.

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## Expenditure Cost/Fund Transaction Summary Report (CFB595*n*1)

This report, illustrated in Exhibit V-7, lists each input accounting transaction generated by the Standard Interface Program.

The last page of this report, illustrated in Exhibit V-8, lists:

- The number of transactions read by the interface program (which equals the sum of the number of charge and credit transactions);
- The number of input accounting transactions generated by the interface program; and
- The total amount of the transactions generated.

For encumbrances, see the Encumbrance Cost/Fund Transaction Summary Report (CFB595*n*2). This report uses the same format as the CFB580*n*1.

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				9000				G 000	_	1			96 0001	96524	0000
55000009150B969000040A	301	03	W 96	9000	22000	274		G 000	1	1		12.25			
	301	03	W 96	9000	23000	255 01		G 000	1	1		43.97	96 0001	96251	0000
55000009150B969000050A	301	03	W 96	9000	23000	255 01		G 000	1	1		43.97			
	301	03	W 96	9000	23000	274		G 000	1	1		17.50	96 0001	96524	0000
55000009150B969000060A	301	03	W 96	9000	23000	274		G 000	1	1		17.50			
	301	03	W 96	9000	24000	255 01		G 000	1	1		43.97	96 0001	96251	0000
55000009150B969000070A	301	03	W 96	9000	24000	255 01		G 000	1	1		43.97			
	301	03	W 96	9000	24000	274		G 000	1	1		1.75	96 0001	96524	0000
55000009150B969000080A	301	03	W 96	9000	24000	274		G 000	1	1		1.75			
	301	03	W 96	9000	25010	255 01		G 000	1	1		263.85	96 0001	96251	0000
55000009150B969000090A	301	03	W 96	9000	25010	255 01		G 000	1	1		263.85			
	301	03	W 96	9000	25010	274		G 000	1	1		1.75	96 0001	96524	0000
55000009150B969000100A	301	03	W 96	9000	25010	274		G 000	1	1		1.75			
	301			9000		255 01		G 000		1			97 0001	96251	0000
55000009150B969000110A	301	03	W 97	9000	21000	255 01		G 000	1	1		229.65			
	301	03	w 97	9000	21000	257 01		G 000	1	1		195.56	97 0001	96251	0000
55000009150B969000120A	301	03	W 97	9000	21000	257 01		G 000	1	1		195.56			

CFB595A1 *****	******	**** DEPAR	TMENT O	F AIR QUALITY			***	*****	******	****	ORG	NUMBER:	9990
	C	ALSTARS I	XPENDIT	URE COST/FUND	TRANSACTION	SUMMARY	REF	ORT		(	ORG	PAGE:	6
09/15/00 (10.07	) ********	*******	*****	******	*****	******	******	*****	*******	***** ]	RUN	PAGE:	140
									C	COST/F	UND	INTERFAC	CE DATA
TRANSACTION	ID TC FM	RMO FFY INDE	X PCA	OBJ AO PROJECT	T WP AS F	S FUND I	т м	TRANS	AMOUNT	FFY 1	FUNI	PCA	INDEX
ORG-TOTAL	INCOUNT	78 OT	TCOUNT	80	AMOUI	NT \$	47,6	99.54	BATCH COUNT				

CALSTARS Procedure Manual Transmittal 23-2 9/29/2000 V-19



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Program Cost Accounting